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Planning Department

Service de l'urbanisme

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REPORT TO PLANNING COMMITTEE

STAFF REPORT ON "STUDY OF THE NEED TO EXPAND THE BOUNDARY OF THE EAST URBAN CENTRE (ORLEANS) IN THE TOWNSHIP OF CUMBERLAND"

INTRODUCTION

During Council's May 30 consideration of the revised Regional Official Plan, the results of a consultant study were brought forward by the Township of Cumberland dealing with the need to expand the East Urban Centre (Orleans). The study was prepared by the firm of Cumming Cockburn Limited, with an accompanying transportation study by Delcan Inc.

In order to allow for review and comment by the Planning Department and technical agencies, Council directed that the study be referred back to Planning Committee for their consideration.

This report incorporates comments received from the circulation of the study as well as analysis and recommendations of Regional staff. Comments previously received on Gloucester's Official Plan Amendments 9 and 47, which proposed the expansion of the Orleans urban area in Gloucester, and which are recommended by the Cumberland report for inclusion in the urban area, are contained in Appendix C.

PROCESS

Council adopted the revised Regional Official Plan on 13 July and it will shortly be sent to the Ministry of Municipal Affairs for their approval. None of the expansions to the Orleans area discussed in this report are included in the new Official Plan. It has therefore been agreed that any changes to the adopted Official Plan arising from the Cumberland study would occur by way of an amendment.

THE PROPOSAL

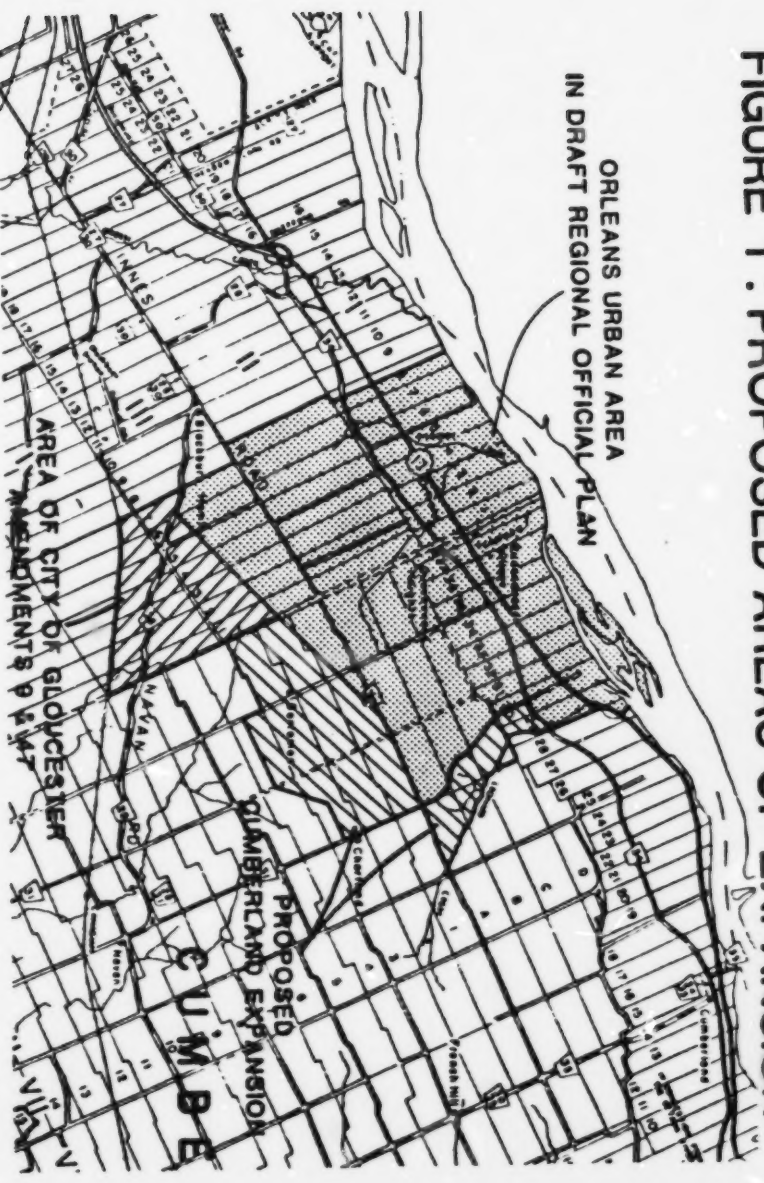
The study concludes that the Cumberland part of the East Urban Centre should be expanded by 688 hectares to accommodate an additional 25,000 population.

The study also recommends the urban designation of approximately 570 hectares in the Gloucester part of Orleans, with a population of 8,000. The Gloucester expansion had previously been proposed by Amendments 9 and 47 to the Gloucester Official Plan, which Planning Committee considered in the context of the draft Regional Official Plan in November 1987 and did not approve.

Overall, the proposal, as presented in the study, amounts to an increase of approximately 1,300 hectares and 33,000 persons to the East Urban Centre. It is noted that the study did not take into account land south of Navan Road included in the Gloucester amendments. This area contains environmental constraints of unstable slopes and former waste disposal sites, but has been identified by Gloucester as an area for possible residential development. Regional staff estimate that approximately 10,000 additional persons could be accommodated in this area if environmental issues are not an obstacle. It is important to point out that this potential 10,000 population addition has not been taken into account by the Cumberland study nor by the transportation analysis undertaken by Cumberland.

The proposed areas of expansion are shown in Figure 1. East of Regional Road 57, an area of 81 hectares would be added extending to Leonard Creek. South of the approved Orleans boundary, a 607 hectare addition would be made in Cumberland extending as far south as Lot 4. The 570 hectare addition in Gloucester extends south to the CPR line to include the Village of Notre Dame des Champs.

FIGURE 1 : PROPOSED AREAS OF EXPANSION



In the revised Regional Official Plan adopted by Council these lands are not designated for urban use. In Cumberland, all subject land is designated "Agricultural Resource Area". Subject lands in Gloucester are designated "Agricultural Resource Area", and "Marginal Resource Area". All of these designations permit only rural land uses.

The study recommends the following revisions to the revised Regional Official Plan adopted by Council:

- that Section 2.2, policy 1 be changed with regard to the maximum permitted size of the Orleans urban centre "to reflect the boundary adjustment". This is interpreted by Regional staff as requiring a revision from "approximately 3,400 hectares" to "approximately 4,700 hectares".
- that Section 2.2, Policy 5 be changed from "Orleans - maximum 33,000 dwelling units" to "Orleans - maximum 40,000 dwelling units" and from "43,000 jobs" to "52,000 jobs".
- that Schedules A and B be revised to reflect the proposed land use designations (see Appendix B).

The study also recommends that Schedule C1 - Future Urban Regional Roads Plan be amended to show an extension of the Blackburn Hamlet Bypass Extension east to Regional Road 57. No change is required since this extension is already incorporated in the Plan adopted by Council.

COMMENTS RECEIVED FROM CIRCULATION OF THE CUMBERLAND STUDY
Regional Transportation Department

The Department responded as follows:

"This Division has reviewed the above study and the transportation study by DelCan (May 1988) and has the following comments.

Section 2.1.4 of the Draft Regional Official Plan states that "..... traffic generated from the Orleans Urban Centre exceeded the road capacity in the peak hours. In contrast, surplus capacity remained on major roads serving the South Urban Centre". The South Urban Centre, therefore, should be given priority to develop prior to expanding the East Urban Centre.

To sustain growth by expanding the urban boundary will require heavy investments in upgrading the existing transportation infrastructure. With no firm commitment of funding for these investments it is essential that the rate of development be tied to the availability of road capacity.

At the Green Creek Screenline, a population of approximately 130,000 in the East Urban Centre cannot be accommodated unless new or widened road links, in addition to those identified in the Official Plan, are built. In particular, additional capacity would be required in the Queensway corridor.

It should be noted, however, that the Queensway is under MTO jurisdiction and the lands for the Innes-Walkley link and the Ottawa River Parkway (East) are owned by NCC. The completion of these facilities is therefore uncertain and beyond the control of the Region. Therefore, if the proposed boundary expansion is approved, the number of units built per year must be stated to coincide with the completion of required road improvements, in addition to achieving a 40% modal split (the transit share of all trips), a 35% activity rate, and the extension of the Transitway to Orleans Town Centre.

It is important to note the implication for the major road system west of the Green Creek Screenline. There are severe limitations as to what can be done to increase capacity in the Central Area.

We have the following recommendation:

- a. That the Nepean part of the South Urban Centre be given precedence over an expansion of the East Urban Centre.
- b. That the number of housing units per acre be increased (more than the prevailing 5.6 units) to support more efficient transit services.
- c. That the proposed expansion, if approved, be phased in such a way that development is directly linked with the provision of additional road capacity in the Eastern Corridor.
- d. No development within the expanded area to be allowed until the Transitway has been completed to Orleans Town Centre."

OC Transpo

"The major concern is that, in order to achieve the 40% modal split upon which the Official Plan population estimates were predicated, high quality transit will be essential. Currently, the Official Plan provides a Transitway extension to Place D'Orleans in the east. To provide service to the area east of

Place D'Orleans, an extension of the Transitway to Regional Road 57 with a station at Tenth Line Road is required. Eventually, beyond the Official Plan period, a Transitway route south at Regional Road 57 may be appropriate.

"Another concern arises from the fact that it will not be possible to serve the proposed development with direct service. The service will most likely be "feeder service" (i.e. a local bus route terminating at the Transitway and requiring a transfer from a mainline Transitway route). While a transit share of 40% or more of all trips can be achieved for work places within 800m of the Transitway, the transit share of travel to more distant industrial areas served by a feeder service is likely at best to be 15% to 20%. The Regional employment strategy of, where possible, locating close to the Transitway would not be well served by the proposed expansion.

"While we have serious concerns with the proposal, if it is adopted by Council the Transitway route on Schedule E of the Official Plan should be extended to Regional Road 57."

Regional Works Department

Works Department responded that additional sewer and water infrastructure not included in 1988-97 Capital Budget and Forecast would be required to service the proposed Cumberland expansion and the area included in Gloucester Amendments No. 9 and 47 as they are outside the urban area designated in the Official Plan.

Total estimated conceptual costs amount to \$21.3 million (1988\$), comprised of \$19.3 million for water services and \$2.0 million for sewer infrastructure. Total costs are attributed as \$11.0 million to the Cumberland part of the expansion, and \$10.3 million to the Gloucester part.

The Department emphasized that these estimates are conceptual only and are therefore not to be construed as representing actual costs.

City of Gloucester

Gloucester Council passed the following motion in response to the study:

"The City of Gloucester does not oppose the motion and proposal by the Township of Cumberland for the expansion of the urban designation of the East Urban Community in Cumberland, however, any extension of the urban designation for the East Urban Community must first include the lands in the City of Gloucester affected by the City of Gloucester Official Plan Amendments No. 9 and No. 47, presently before the Region for review and approval."

The Gloucester Planning Department also requested that a review of Gloucester Official Plan Amendments No. 9 and No. 47 be undertaken concurrently with consideration of the requested expansion in Cumberland.

National Capital Commission

The NCC commented as follows:

1. This study fails to rationalise how the E.U.C. will attract employment and specifically, business park employment to the Cumberland portion of E.U.C. Therefore, the study fails to substantiate the need for additional land for non-residential development.
2. The study superficially addresses the possible environmental (stormwater) impacts on Cardinal Creek (Leonard Creek) that would result from additional development.

3.

More importantly the study states: "the limiting factor to growth within E.U.C. is the transportation system". The study's Analysis for Expansion is based on major transportation improvements which are not in the NCC's Federal Land Use Plan. These are:

- a. the future extension and widening to four lanes of the Eastern Parkway (Rockcliffe Parkway);
- b. new link to Walkley Road; and
- c. the future extension of Blackburn Hamlet Bypass.

"It is doubtful that these extensions and improvements will take place, which will severely hamper any expansion plans for either the Gloucester or the Cumberland portions of E.U.C.

"In conclusion, if either Cumberland or Gloucester are to be allowed to expand beyond the existing boundaries of the East Urban Community, improved regional transportation systems will have to be provided without relying on the NCC to provide for commuter road improvements. Also, closer attention should be paid to attracting employment to the E.U.C. and possible environmental impacts on the surrounding farmland in the greenbelt and the Cardinal (Leonard) Creek. Therefore, the Commission cannot support this study to expand the East Urban Community."

Carleton Board of Education

The Board stated that, in general, it had no objection, but noted that the study should include designation of future school facilities in cooperation with CBE staff.

g) Carleton Roman Catholic School Board

No response has been received to date.

South Nation River Conservation Authority

The Conservation Authority stated that it is currently updating the floodplain mapping along the Bearbrook River, to be completed in the fall. The Authority made no other comment or objection. It is noted that Leonard Creek does not fall under the jurisdiction of the Conservation Authority.

Ontario Hydro

Ontario Hydro had no objection.

Ontario Ministry of Transportation

The Ministry had no objection, but stated that access to lands will be via local roads with no direct access to provincial highways.

The Ministry did not comment on the likelihood or timing of any widening of that section of the Queensway serving Orleans.

Ontario Ministry of Natural Resources

The Ministry stated that it had no objections, but wishes to be consulted in any plans to route stormwater runoff into Leonard Creek. Requirements respecting slope stability in the Leonard Creek vicinity would be addressed at the subdivision stage.

Ontario Ministry of the Environment

The Ministry's preliminary comments made the following points:

- additional noise impacts of proposed road facilities will require an environmental assessment.

- information should be obtained from RMOC Works that there is sufficient unused available capacity in sewage treatment, water treatment and landfill facilities to allow for this development.
- adequate provision should be made for storm water discharge.

Ontario Ministry of Agriculture and Food

The Ministry's summary comments were as follows:

"Staff reviewed this report to determine if each of the following criteria contained in section 3.14 of the Foodland Guidelines were adequately addressed:

1. Necessity for the land use
2. Land area needed
3. Reasons for choice of location
4. Consideration of alternate locations of lower capability agricultural lands

"One of our main concerns with the report is that it does not adequately address the vacant land available and population for the Gloucester portion of Orleans. As Orleans is located in both municipalities, projections and assumptions for the Cumberland portion cannot be considered in isolation of what is occurring in Gloucester.

"As the land involved in the proposed Cumberland urban expansion area is predominantly Class 3 soil, we are concerned that the need for this land has not been adequately shown in the report submitted. Based on the figures presented and the forecasting methods used it appears that the proposed expansion is premature.

"In conclusion, the report submitted for review does not appear to fully address the requirements of the Foodland Guidelines with regard to providing adequate justification for the urban boundary expansion. As a result, this Ministry does not support the recommendation of the study which is to amend the Regional Official Plan to extend the urban boundary in Cumberland and to increase the limit for development in the East Urban Community."

DISCUSSION

The proposed addition of 1,300 ha of urban land to the East Urban Centre represents a major change to the Official Plan development strategy of providing three urban centres of approximately equal size outside the greenbelt. If accepted, this request can be expected to have significant implications not only for the future evolution of Orleans, but also for future growth rates of other urban areas of Ottawa-Carleton, the staging and demand for Regional services, and, ultimately, the total cost of Regional infrastructure required for future growth areas.

Discussion of the proposal is therefore divided into a number of specific subject areas.

The Need for Additional Urban Land in Ottawa-Carleton

The adopted Official Plan provides for a total of approximately 29,900 hectares of designated urban land in Ottawa-Carleton. The Plan assumes that 9,500 hectares will be converted to urban use between 1981 and 2011. Since in 1981 there were 16,600 hectares in urban use, the Plan as adopted provides 3,800 hectares above identified requirements as a surplus to ensure orderly market operation. The 3,800 hectare surplus represents 40% of projected requirements, and is roughly equivalent in size to one urban centre outside the greenbelt.

On average, the Plan provides for about 200 net hectares of residential land per year over the 30-year period. Based on the Planning Department's Vacant Urban Residential Land Surveys between 1983 and 1987, average annual residential land consumption has averaged 197 hectares per year. Analysis by Regional staff suggests, however, that recent consumption has been unusually high due to a combination of the entry of the babyboom into the homeownership market and strong economic and population growth. It is expected that growth will remain high through the 1980s and then begin to slow into the 1990s, with a corresponding decline in residential land consumption. Staff projections are for 160 hectares of residential land to be consumed during the 1980s (actual consumption between 1981 and 1987 has been slightly higher at 173 hectares per year); in the 1990s it will average 130 hectares per year. After 2001, a further slowdown to 95 hectares per year is expected to occur. On this basis, the Plan approved by Council provides sufficient land for future development.

It is recognized that all projections are likely to be overtaken by events. The projection of urban land serves two purposes; first to provide a framework upon which to develop an overall strategy, and second to provide a yardstick to assess performance. Monitoring of performance is provided to Council by the annual surveys of residential and industrial land consumption and the annual housing review. If experience shows actual development to be significantly different from projections, the Planning Act, 1983 requires that Council review every five years the need to revise its Official Plan to take account of unanticipated circumstances.

The Need for Additional Urban Land in the East Urban Centre

Regional staff agree with the study's conclusion that, if present development trends continue, most low and medium density land in Orleans will be consumed by the mid 1990's. Based on average residential land consumption in Orleans of 79 net hectares annually between 1983 and 1987, the 453 hectares of land identified in the 1987 Vacant Urban Residential Land Survey would be consumed by the latter half of 1993.

However, extrapolation of past trends may be misleading. Changes in supply and demand affecting the housing market over the next few years may act to slow Orleans' high growth rate.

The supply of vacant residential land in Ottawa-Carleton will show a considerable improvement with the implementation of the new Official Plan, primarily through the addition of new lands in the South Urban Centre. Increased land supply distributed among several locations will encourage increased competition. Housing consumers will also have an increased number of locational options from which to choose outside the greenbelt, including the Gloucester and Nepean sides of the South Urban Centre, Kanata, Stittsville and Leirtrim in addition to remaining lands in Orleans. On the demand side, the high population growth and homebuilding activity of the past five years is expected to slow.

The situation of an urban centre being temporarily depleted of residential land is not without precedent in Ottawa-Carleton, as witnessed by the Barrhaven area of Nepean. For several years in the early 1980's, prior to the opening up of "Neighbourhood 5" restricted to minor infilling of scattered smaller parcels. With Neighbourhood 5 now almost complete, the area again faces a pause in its growth.

Agricultural Soils

The areas proposed for expansion in both Cumberland and Gloucester are primarily on Class 3 agricultural soils. These

are rated by the Ministry of Agriculture and Food (OMAF) as high priority agricultural lands under the Foodland Guidelines, and OMAF has stated its objection to their designation for urban use.

The new Official Plan recognizes agricultural land as an important non-renewable natural resource, and contains policies in Section 5.1.2 to protect major areas of farmland from loss to other uses. It is also recognized that few alternatives exist for expansion outside the greenbelt that do not involve the loss of good agricultural land - the South Urban Centre, particularly in Nepean, being a prime example. However, as the new plan provides sufficient land for development within the overall Regional Development Strategy, the loss of additional agricultural land from production does not appear warranted at this time.

Environmental Constraints

Although the area appears to present few environmental constraints to development, three areas require further study should the proposal be approved. Revised floodplain mapping of Bearbrook Creek, to be completed in the fall by the South Nation River Conservation Authority, should be examined for possible impacts on development in the south end of the Cumberland area. Schedule G of the Official Plan shows Lot 3 of Concession 11 to be partly within the existing floodplain. Along Leonard (Cardinal) Creek and adjacent ravines, unstable slope conditions are present.

In the Gloucester area, south of Navan Road, unstable slopes also exist although these do not appear to present a serious problem. In the same area, former waste disposal sites have been identified and more information is required to assess possible hazards which these may represent. These factors may affect the suitability of a part or all of these lands for future residential development proposed by Gloucester. As noted previously, the area south of Navan Road has potential for an additional 10,000 population (assuming development densities of 22 units per net hectare) which has not been considered by the Cumberland study.

Regional Infrastructure:

1) Roads

Key to the findings of the Cumberland study is the conclusion that existing and planned road facilities provide sufficient capacity to support a population of between 122,400 and 137,400 persons in the East Urban Centre.

This conclusion was arrived at by a transportation study carried out for the Township by DelCan engineering consultants. The study makes a number of important assumptions, including a transit share of 40% of all peak hour trips across the Green Creek Screenline, and an "activity rate" (the ratio of employment to population in Orleans) of 35%. These important assumptions correspond to Official Plan goals for employment and transit usage in the EUC, but are far from being achieved at present. The transit share of trips in 1986 was 28%, while the long-term rate in 1986 was only 8%, less than one quarter of the long-term goal. Given the recent pace of residential development in Orleans and the study's projections for continued rapid housing development, it appears extremely unlikely that the 35% activity rate will be attained for the foreseeable future.

The study also makes other questionable assumptions. For example, the Ottawa River Parkway (East) is assumed to be constructed as a four-lane facility extending to Regional Road 10. The NCC has repeatedly expressed its unwillingness to see any extension of the federal Parkway through the greenbelt to Orleans. This one facility supplies almost 20% of the road capacity identified by DelCan to support the expansion of Orleans, but its construction is very uncertain. The NCC has also expressed reservations regarding the use of NCC land requir-

ed for the Innes-Walkley Connection.

An additional concern with the study is its limited scope in examining traffic impacts only at the Green Creek Screenline. Regional transportation staff point out that the most severe congestion will occur to the west as vehicles approach the central area.

Another important omission in the study is its failure to address the impact of the expansion on the internal road system of Orleans. Further congestion within Orleans itself will occur without additional upgrading of internal roads. This requires careful consideration.

The conclusion of the DelCan study is not supported by analysis undertaken by consultants for the Region as part of the Official Plan Review. The December 1986 report prepared by W.R. McDougall* concluded that with an Orleans population of 100,000:

- all Regional road facilities identified by the Official Plan in the eastern corridor would be required to meet the traffic demand at the Green Creek Screenline.
- demand would exceed capacity at the Rideau River Central Screenline by 1,100 vehicles at peak hour (includes provision of the Queensway collector lanes, Nicholas/-Industrial Connection and Vanier Parkway extension).
- if employment levels in Orleans are less than the goal of 35% ratio of jobs to population, the transit share of trips would have to be even higher than the 40% assumed in order to lessen roadway deficiencies.

Preliminary estimates by staff of additional road capacity required at the Green Creek screenline to support an Orleans population of approximately 130,000 include the widening of the Queensway to six lanes, widening of Innes Road and the Blackburn Hamlet Bypass, and provision of the Ottawa River Parkway at the Green Creek Screenline. Additional requirements exist at the Rideau River Central Screenline. Staff note that the Queensway is under the jurisdiction of the Ministry of Transportation, and therefore any widening is outside the control of the Region. The Parkway extension, as noted, is also beyond the Region's control, and would require a fundamental change in current NCC policy.

These road improvements do not address the critical shortage of capacity at the Rideau River Central Screenline. It is important to note that analysis undertaken to date has not taken account of the possible concurrent development of Leitrim and the River Ridge area of the South Urban Centre. Growth in these areas, approved for development by Council, will significantly add to demand at the Rideau River Central Screenline. Considerable additional work is therefore required to evaluate possible road improvements for a large part of the transportation system. As noted in the McDougall report, "additional road capacity in the Queensway corridor (above that provided by the Queensway collector lanes) is not feasible without extreme impact." Therefore very severe problems exist to expanding the Regional road system to adequately serve an East Urban Centre population significantly above 100,000.

* A Review of the Strategic Transportation Requirements for the Preferred Development Plan at 745,000 Population and for Optional Populations Distributions at 780,000 Population, prepared by W.R. McDougall, 22 December, 1986.

i) Transit

The Official Plan guideline for the Orleans area (Green Creek Screenline) is a 40% transit share of peak hour trips. To achieve this, extension of the East Transitway to Orleans is required since bus operations in mixed traffic will be hampered by traffic congestion.

The proposed addition of large areas of relatively low density residential and employment land distant from the Transitway will reduce the level of transit service that can economically be provided, thus reducing ridership. This result argues against the assumption in the Cumberland transportation analysis that a 40% transit share will be achieved for the proposed expansion.

In order to reach the 40% goal, a further Transitway extension to the southern expansion area would be required. Until the feasibility of providing a Transitway route to this area is ascertained, the proposed expansion would appear to be premature. Although OC Transpo have raised the possibility of eventually extending the East Transitway south at Regional Road 57, priority must be given to completing the network identified in Schedule E of the Official Plan. Further extensions to the Transitway may not occur within the Official Plan period, although possible extensions will be discussed in the long term futures report now in preparation.

iii) Sewer and Water Services

Based on conceptual cost estimates supplied by Regional Works Department, the proposed expansion appears capable of being serviced at comparatively low cost, due principally to the ease with which sewer lines can be extended to serve the area. However, as noted above, this advantage appears to be outweighed by road and transit factors.

H. Lacroix Application to Amend Existing Official Plan

A portion of the proposed expansion area in the City of Gloucester is the subject of an application by H. Lacroix to amend the existing Official Plan. The application seeks to amend Policy 2.4.2.7.3 in order to permit the extension of piped water services to a country lot subdivision for part of Lot 5, Concession 3 (Ottawa Front) in Gloucester. The application is now on circulation. Since approval of this application would be incompatible with an urban designation of the lands, a staff report to Planning Committee will be deferred until a decision is made on the expansion of Orleans.

CONCLUSION

The proposed expansion of the East Urban Centre represents a major departure from the Regional Development Strategy of the Official Plan adopted by Council. Fundamental planning principles supporting this strategy include the provision of three major urban centres of approximately equal size, provision of major employment areas in the urban centres to reduce growth in commuting, and Transitway extensions to urban centres to provide for a high level of transit service and use. Expansion of the Orleans area by 1,300 hectares, an increase of almost 40 per cent above the 3,400 hectares provided in the Plan, mitigates against achievement of the goals of the Official Plan and is incompatible with the transportation system provided to support the Plan.

These considerations indicate that the proposed expansion is premature. From a regional perspective, there is no demonstrated need at this time to expand the East Urban Community beyond its present boundaries, and required transportation improvements cannot be identified. In addition, the expansion would remove a large amount of good agricultural land from production. It is suggested that the most appropriate course of action would be to

consider the need for adding additional urban land in an overall regional context. The opportunity for this review is provided through the Planning Act requirement for a review every five years. At that time the situation with regard to land supply, employment growth, transportation demand and transit usage should be considered for all urban centres.

Based on the above, the recommendation below is that there be no expansion of the East Urban Centre. However, should the Committee wish to obtain the views of interested parties it may hold a public meeting on the proposal. So that the matter may be considered in this term of Council a proposed amendment providing policies similar to those in the new Official Plan for the South Urban Centre is attached as Appendix A. The amendment would allow for detailed planning of specific land use designations, transportation corridors and other major facilities to be undertaken. When completed, these would be adopted in a subsequent amendment to the Plan.

RECOMMENDATIONS

Based on the above, it is recommended that no expansion of the East Urban Centre be considered at this time.



N. Tunnacliffe,
Acting Planning Commissioner.

PROPOSED OFFICIAL PLAN AMENDMENT

PURPOSE

The purpose of Amendment is to permit expansion of the East Urban Centre (Orleans). On Schedule A land is redesignated from "Agricultural Resource Area" and "General Rural Area" to "Urban Area". On Schedule B land is designated "East Urban Centre Expansion Area." Policies in Part 2: Regional Development Strategy are amended to accommodate the expansion.

BASIS

Inclusion of the lands in the Urban area will permit expansion of the East Urban Centre (Orleans).

THE AMENDMENT

1. Section 2.1.3, The Number and Location of Urban Areas, is hereby amended by:
 - a) Deleting all occurrences of the phrases "of approximately equal area", "equally sized" and "approximately equal sized."
 - b) Deleting from the eighth paragraph the phrase "Each centre should be planned on the basis of accommodating up to approximately 33,000 dwelling units (100,00 persons) at full development and"
 - c) Deleting from the tenth paragraph the phrase "3,400 hectares located immediately east of the greenbelt" and substituting "4,700 hectares located immediately east of the greenbelt."
2. Section 2.2, Policies, is hereby amended by:
 - a) deleting Policy 1.(c) and substituting the phrase "an urban centre of approximately 4,700 hectares east of the greenbelt (Orleans)."
 - b) Deleting from Policy 5 stated policies for Orleans and substituting the following:

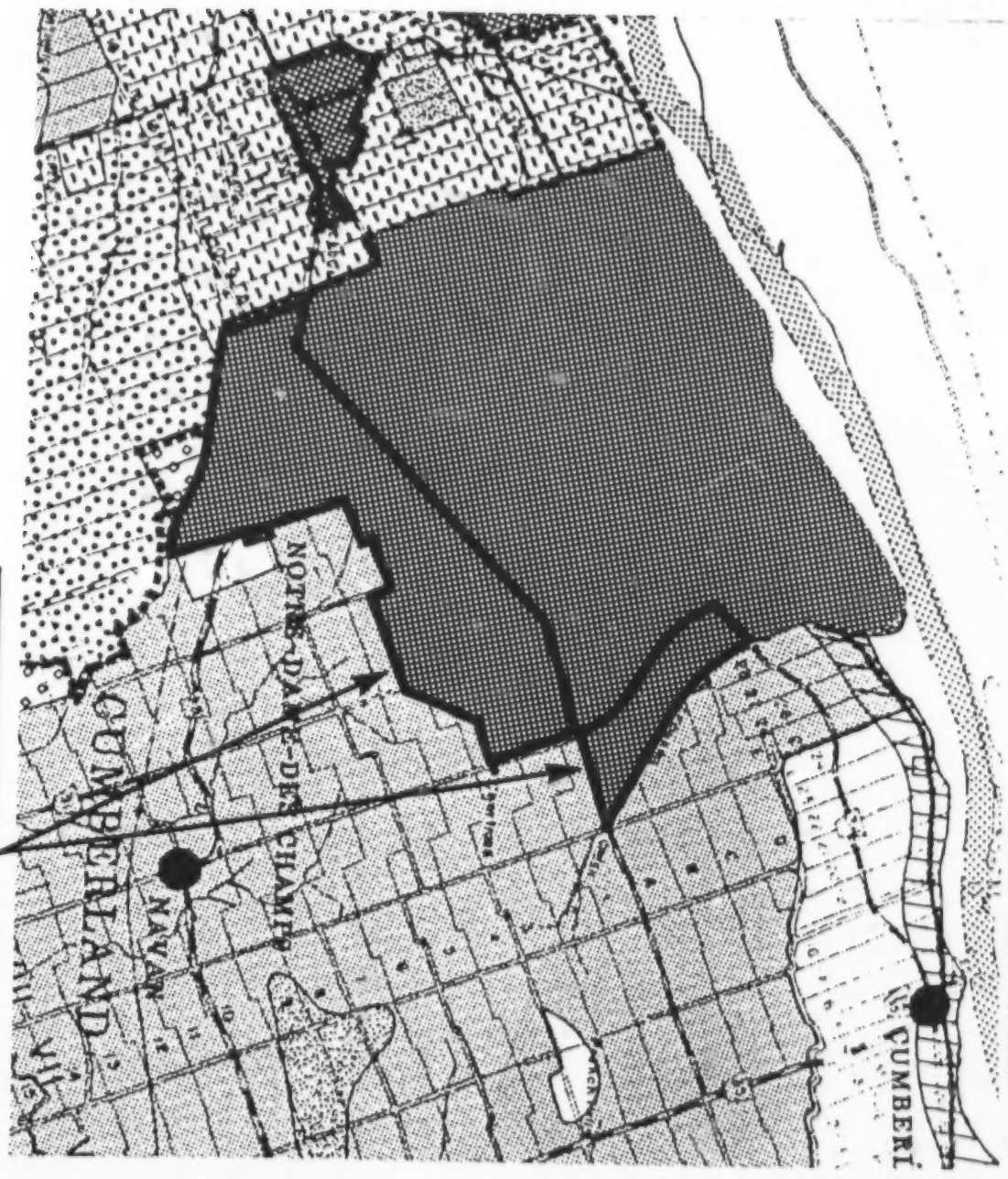
"Orleans - minimum 30,000 dwelling units
- maximum 40,000 dwelling units
- minimum 36,000 jobs
- maximum 52,000 jobs"
 - c) adding a new Policy 11 as follows:

"11. Land designated East Urban Centre Expansion Area on Schedule B may be developed for urban purposes subject to the approval of an amendment to this Plan which will establish policies at a similar level of detail to other policies for the Kanata and Orleans Urban Centres and which will be followed by amendments to the Gloucester and Cumberland official plans."

3. Schedule "A", Rural Policy Plan, and Schedule "B", Urban Policy Plan, are hereby amended by redesignating the lands shown on Schedule "1" attached from "Agricultural Resource Area" and "General Rural Area" to "Urban Area" and on Schedule "2" by designating the lands shown as "East Urban Centre Expansion Area."

OFFICIAL PLAN OF THE REGIONAL
MUNICIPALITY OF OTTAWA-CARLETON

SCHEDULE 1



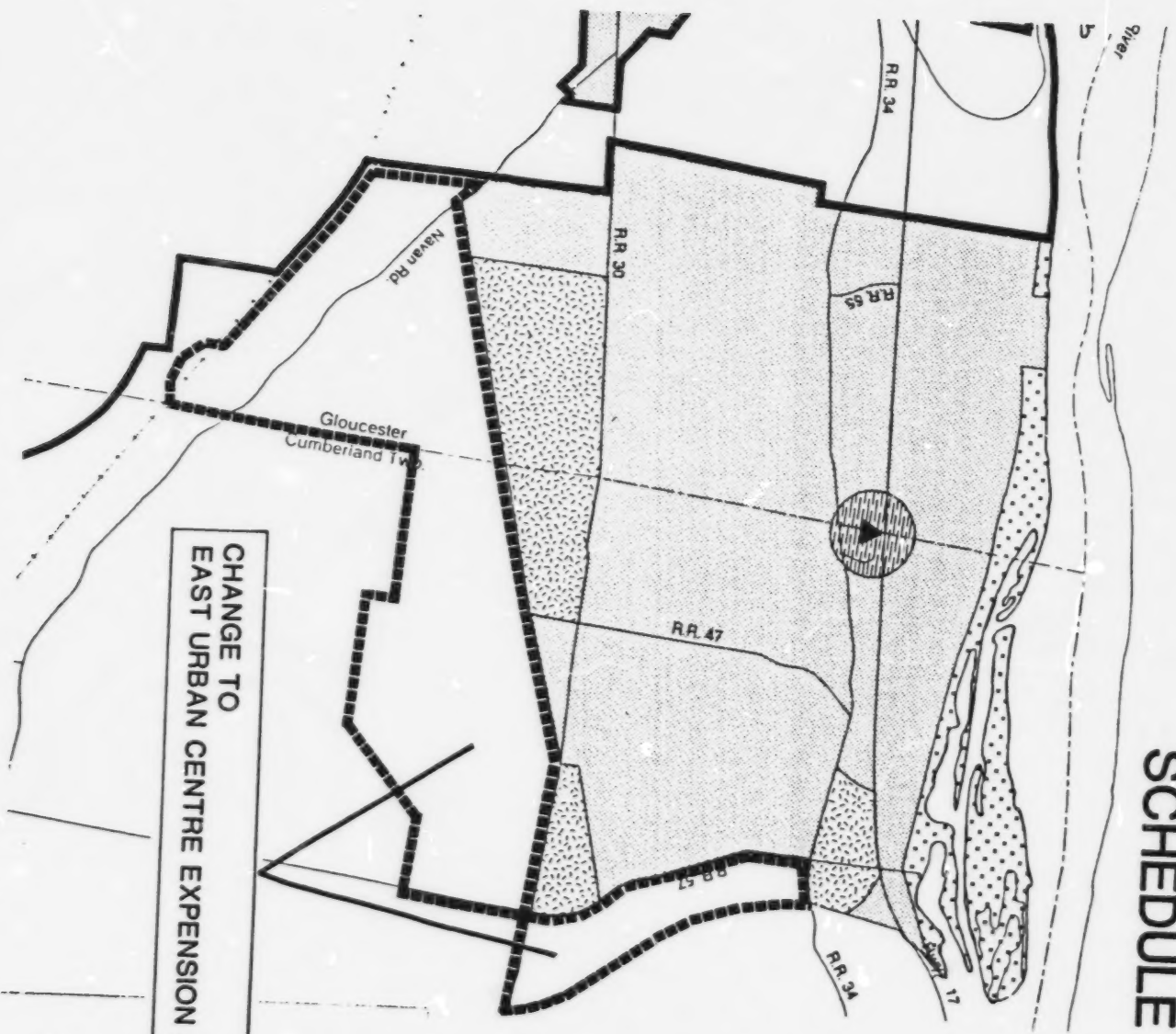
CHANGE FROM
AGRICULTURAL RESOURCE AREA
AND GENERAL RURAL AREA
TO URBAN AREA

SCALE : APPROX. 1 : 100,000



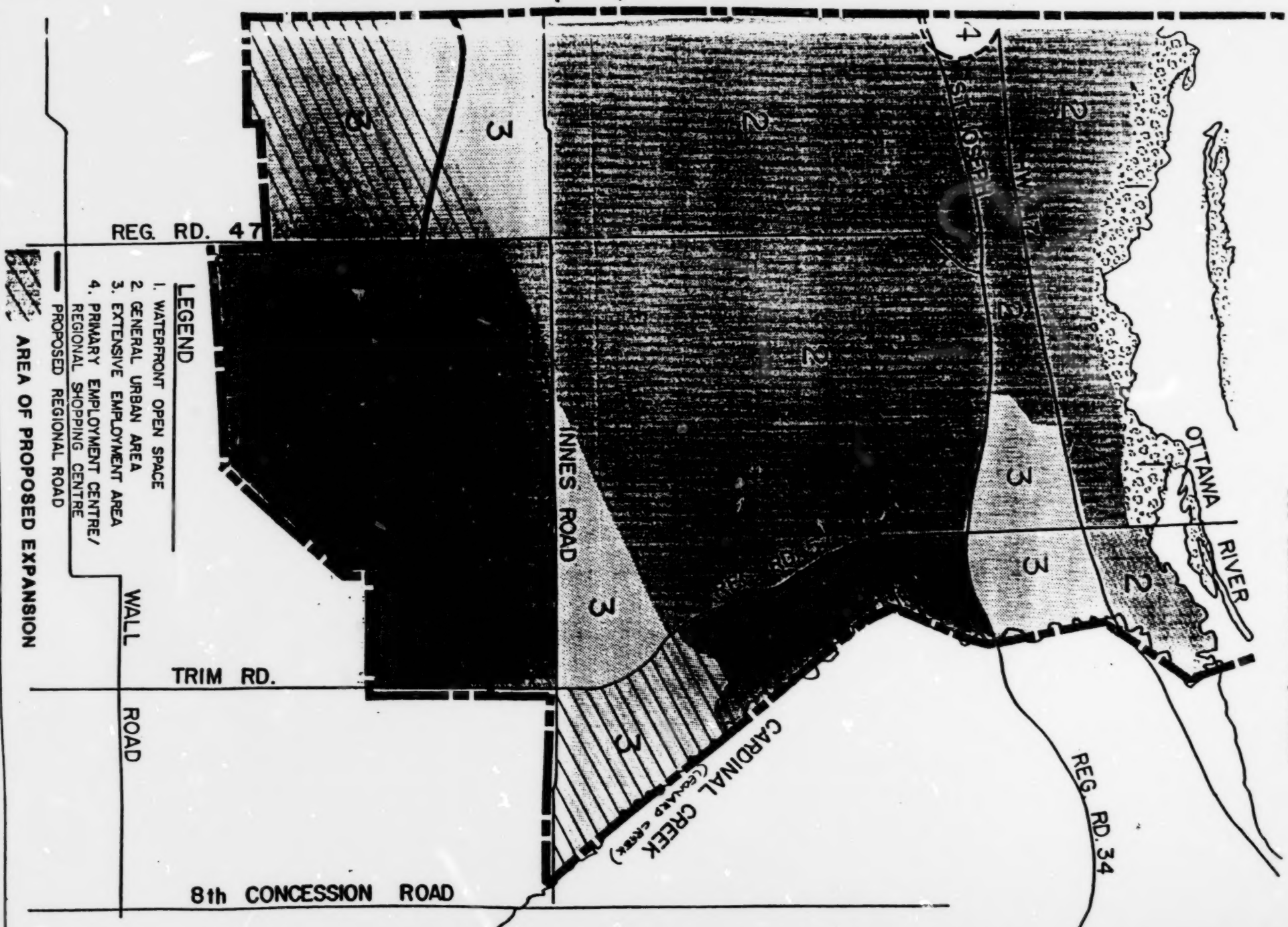
OFFICIAL PLAN OF THE REGIONAL
MUNICIPALITY OF OTTAWA-CARLETON

SCHEDULE 2



SCALE : APPROX. 1 : 50,000

APPENDIX B
Proposed Regional Official
Plan Designations on Schedule B
for Cumberland Expansion



TOWNSHIP OF CUMBERLAND

EAST URBAN COMMUNITY BOUNDARY STUDY

SCHEDULE "D" - RECOMMENDED BOUNDARY ADJUSTMENT & REGIONAL DESIGNATIONS

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APPENDIX C

COMMENTS RECEIVED FROM CIRCULATION OF GLOUCESTER OFFICIAL PLAN AMENDMENTS NO. 9 AND 47

The following comments were received from the circulation in 1987 of Gloucester's Official Plan Amendments No. 9 and No.47. For Gloucester Official Plan, Amendment No. 9 was a proposed amendment to the Gloucester Secondary Plan for the area.

Regional Transportation Department

The Department's comments made the following points:

- as a result of uneven development, particularly in the east, road capacity has been exceeded, and development should be oriented to the Barrhaven area to relieve congestion on east-west roads.
- the location of Notre Dame des Champs with respect to Orleans creates a situation where transit services must be provided similar to that required for a distinct and separate community. The area is not well located to take best advantage of the opportunities provided by the East Transitway, and transit services in both the Notre Dame-Ottawa and Notre Dame-Orleans corridors will be required.
- as a consequence of the difficulty of providing attractive levels of transit service to the area, transit modal split will be lower than desired and increased reliance will be placed on the private auto. This situation is contrary to the thrust of the Regional Official Plan in that it implies increased pressure on road facilities known now to operate with congestion difficulties.

Regional Works Department

Works Department made the following comments:

- immediate water system improvement requirements would cost approximately \$2 million.
- sewer system requirements would include our extension of the Orleans Collector and the construction of a sewage pumping station and forcemain.

Township of Cumberland

Cumberland stated in a motion of Council that it "is opposed to these official plan amendments at this time" and adopted the staff report on the amendments as their response to the Region. The Cumberland Planning Department's comments from the Region, dated 22 June, 1987 are quoted as follows:

"The City of Gloucester has requested, as part of their comments on the new Regional Official Plan, that urban development be permitted in the subject area. The adoption of Official Plan Amendment No.9 and Official Plan Amendment No.47 formalizes their request. It should be noted that these amendments do not conform to the current Regional Official Plan. It also appears that this request is made without any supporting background studies."

"The proposed redesignation of the subject lands is of concern to this municipality. The Township of Cumberland has designated the adjacent lands "Village" and "Market Garden" in the Rural Official Plan. The intent of these designations is to limit development to that which is appropriate to a rural village setting and to protect the agricultural lands which are currently undergoing the intensive development characteristic of market garden areas. The proposed "urbanization" of the subject area

will create increased demand pressure to similarly develop the adjacent area. It is important to realise that good agricultural land is a resource which is being depleted. Both the Township and Regional Official Plans provide for the protection of such lands."

"It is not at all clear that the expansion of the Orleans planning area is desirable nor even necessary. There are no indications that the urban area's growth cannot be adequately accommodated within the currently designated areas."

"The transportation network has certain finite constraints and sewer and water capacity is sufficient to service development within the existing urban limits. If this expanded urban area proposed by Gloucester were to come on stream, it could conceivably jeopardize the future growth of neighbourhoods east of the 10th Line Road."

"A comprehensive planning study of the entire Orleans area should be undertaken to determine the optimal strategy for expanding the present boundaries. It should not be done in a piecemeal fashion."

"It is felt, therefore, that the redesignation of the subject lands to an urban policy area is premature and should not be considered by the Region at this time."

It is noted that the Cumberland proposal to expand the urban area is accompanied by background studies carried out by consultants which take some account of both the Gloucester and Cumberland portions of Orleans.

National Capital Commission

The NCC made the following comments:

Given the strip urban development that presently exists in the proposed amendment area, a planned urban area or community would definitely be an improvement. However, we see several constraints to promoting extensive urban development at this location. These include the lack of municipal services and transportation facilities/capacity which presently exist and are scheduled according to the RMOG Draft Official Plan. As the RMOG document notes, a significant amount of the urban expansion experienced in the Region has already occurred in the Orleans area. Aside from the Region's works and transportation programmes, the NCC cannot accommodate demands for servicing routes and roadways which are not compatible with our objectives for the Greenbelt and the National Capital Region.

In the existing designation in the Gloucester Official Plan, former waste disposal sites are identified south of the Navan Road. We would assume that special attention would be paid to the feasibility of residential development in these areas.

South Nation River Conservation Authority

The Authority had no comment.

Carleton Roman Catholic School Board

The Board recommended approval of the plan subject to the condition that the City of Gloucester be informed that school sites may be required to accommodate future school enrolment growth resulting from this proposal at the subdivision plan stage.

Carleton Board of Education

Gloucester trustees of the Carleton Board expressed concern as to the magnitude of the potential development and its ultimate impact on the educational facilities of the Carleton Board of Education. In order to involve board members in a subsequent

review and analysis of this situation the Carleton Board requested a 90-day extension for the return of its official comments, however these have not been received.

Ontario Hydro

Hydro had no objection.

Ontario Ministry of Transportation

The Ministry had no comment or objection.

Ontario Ministry of Natural Resources

The Ministry had no objection provided that existing policies for unstable lands in the area are retained.

Ontario Ministry of Agriculture and Food

The Ministry reviewed the proposed amendments under the Foodland Guidelines and made the following comments:

"According to the Canada Land Inventory of Soil Capability for Agriculture, the study area consists of predominantly Classes 2 to 4 soils with smaller areas of Class 6 and 7 soils. These areas of low capability soils are mostly located south of Navan Road and surround two former waste disposal sites. In addition, a portion of the study area is built upon (urban) with residential development. In particular, those lands at the intersection of Navan Road and Page Road and along Navan Road to the east. It should be noted that both of these locations are presently designated as "Rural B" within the City of Gloucester Official Plan.

"Despite these non-agricultural intrusions and small pockets of poor soil, the bulk of the study area lands are considered high priority agricultural lands (Classes 1 to 4 soils -- Section 3.4 of the Foodland Guidelines). As such, these lands should be maintained in areas as large as practical and uninterrupted by additional non-agricultural designations and uses (Sec. 4A.1).

"During a site visit, it was noted that a variety of agricultural activities were occurring within the study area. Those lands south of Navan Road were predominantly used for hay, pasture and crop production while north of Navan Road several market garden operations were being undertaken. In particular this latter form of specialised farming requires extensive capital investment and is generally concentrated in areas where the necessary infrastructure (i.e. cold storage, processing facilities etc.) and market is located in close proximity.

"In order to protect and ensure the continued operation of all these agricultural operations, those lands presently designated as "Rural A" on schedule D of the Gloucester Official Plan should remain as such.

"Based on the concerns noted above, this Ministry objects to the proposed Official Plan Amendment No.9."